

2016 Subdivision Staging Policy

Briefing to City of Rockville Mayor and Council
June 13, 2016

PRESENTATION

- Public Hearing Draft – Currently under review.
- Does the Subdivision Staging Policy support County goals?
- Where it doesn't - recommendations for change.

Changes that we anticipate for the County mean that it is essential for the 2016 Subdivision Staging Policy to recommend ways to revise our transportation analyses as well as our school capacity measurements, looking at these procedures within a larger context of community character, both to understand changing trends and to broaden our thinking about the infrastructure of community.

2016 SUBDIVISION STAGING POLICY

Do the current tools used to evaluate
the impact of new development
measure qualities that support our
County goals?

Countywide Goals

- Direct development to established communities and town centers
- Preserve parkland and agricultural land
- Provide better transportation choices



Transportation is not an end in itself

It is a means by which we support individual and collective
goals and objectives.

2016 SUBDIVISION STAGING POLICY

The Subdivision Staging Policy **should** support our master plan goals, providing guidance for the implementation of our plans.

Master plan vision often strives to...

Enhance quality of life through increased access to jobs, shopping, and entertainment.

Strengthen the potential for economic development through job creation, and increases in property values.

Improve ecological sustainability by promoting reduction in CO₂ emissions, and storm water runoff.

Support social equity by promoting affordable housing, and access to jobs and services throughout our communities.

2016 SUBDIVISION STAGING POLICY

Does the current SSP support these goals?

Not well enough.

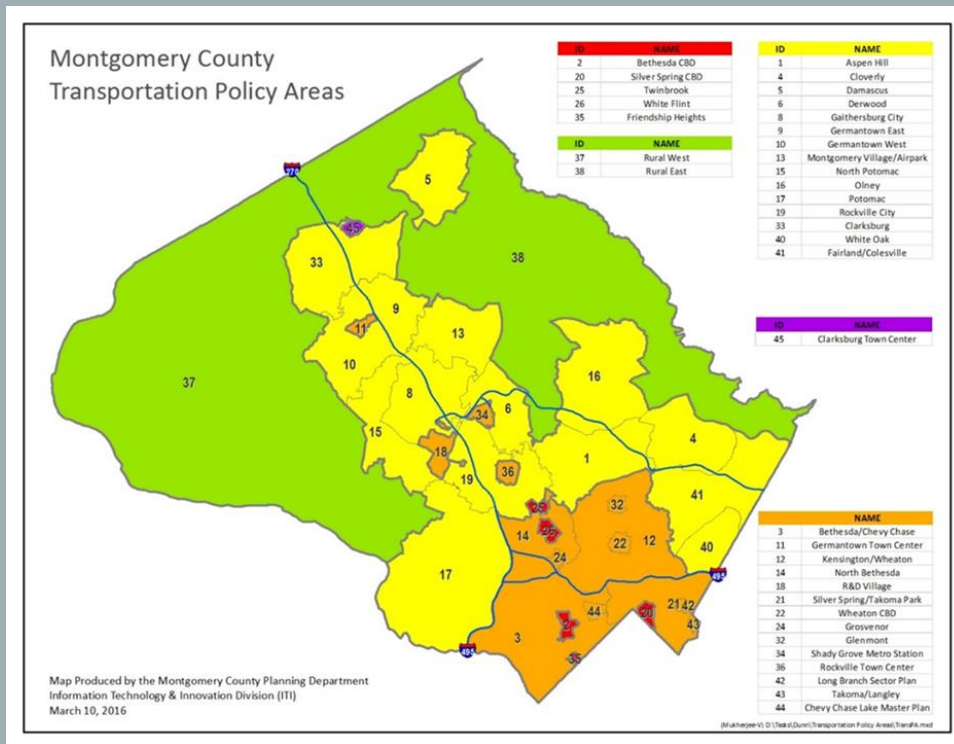
Drawbacks of the current SSP -

- Policy area groupings not sufficiently related to travel demand
- Too great a reliance on Level of Service (LOS) and other auto-oriented measures
- Scale of analysis should better match the size and characteristics of the area or project
- Intersection capacity and vehicle delay provide too narrow a focus in some areas
- Inequity of “the last one in”
- Mitigation not always provided in the desired form
- No recognition of the connection between parking and travel demand

TRANSPORTATION RECOMMENDATIONS

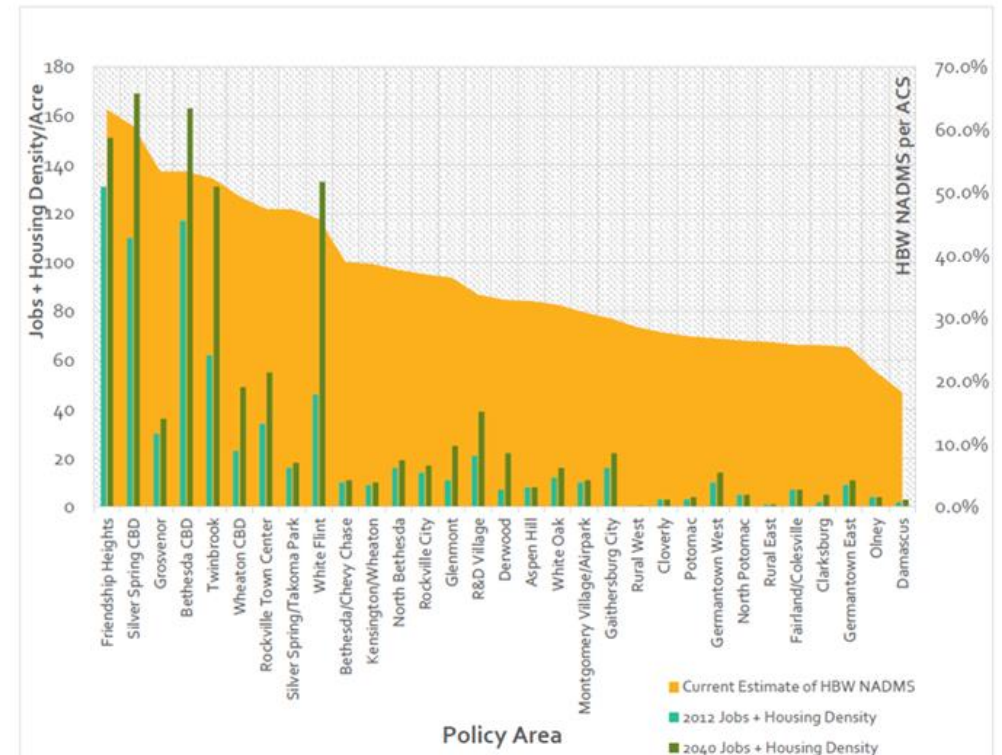
Policy area groupings not sufficiently related to travel demand

How do we fix it?



Organize policy areas into four groups that recognize **current land use patterns**, the **use of modes of travel other than the single occupant vehicle**, and the **planning vision** for different parts of the County.

Figure 5: Comparing Existing and Future Density with Current HBW NADMS by Policy Area



TRANSPORTATION RECOMMENDATIONS

Core:

Friendship Heights
Silver Spring CBD
Grosvenor
Bethesda CBD
Twinbrook

Corridor:

Wheaton CBD
Rockville Town Center
Silver Spring/Takoma Park
White Flint
Bethesda/Chevy Chase
Kensington/Wheaton
North Bethesda
Rockville City
Glenmont
R&D Village
Derwood
Clarksburg Town Center
Chevy Chase Lake
Long Branch
Takoma/Langley

Wedge:

Aspen Hill
White Oak
Montgomery Village/Airpark
Gaithersburg City
Cloverly
Potomac
Germantown West
North Potomac
Fairland/Colesville
Clarksburg
Germantown East
Olney
Damascus

Rural:

Rural West
Rural East

Core



Bethesda CBD

Corridor



Rockville Town Center

Wedge



Olney

Rural



Rural West

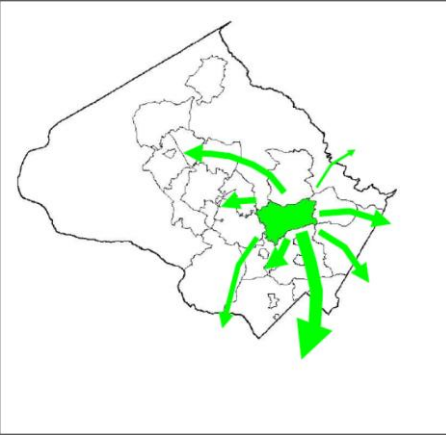
TRANSPORTATION RECOMMENDATIONS

Too great a reliance on Level of Service (LOS)
and other auto-oriented measures

How do we fix it?

- Remove policy area test based on Level of Service (LOS) performance standards
- Remove Critical Lane Volume (CLV) as a measure of intersection adequacy – retain CLV as a Traffic Impact Study screening tool only
- Move from using only vehicle trips as a traffic study screening tool to using **person trips**, broken down into the proportion of trips made by vehicle, transit, and walking.

TRANSPORTATION RECOMMENDATIONS



Remove policy area test based on roadway Level of Service (LOS) performance standards

Measure policy area transportation adequacy based on accessibility to jobs.

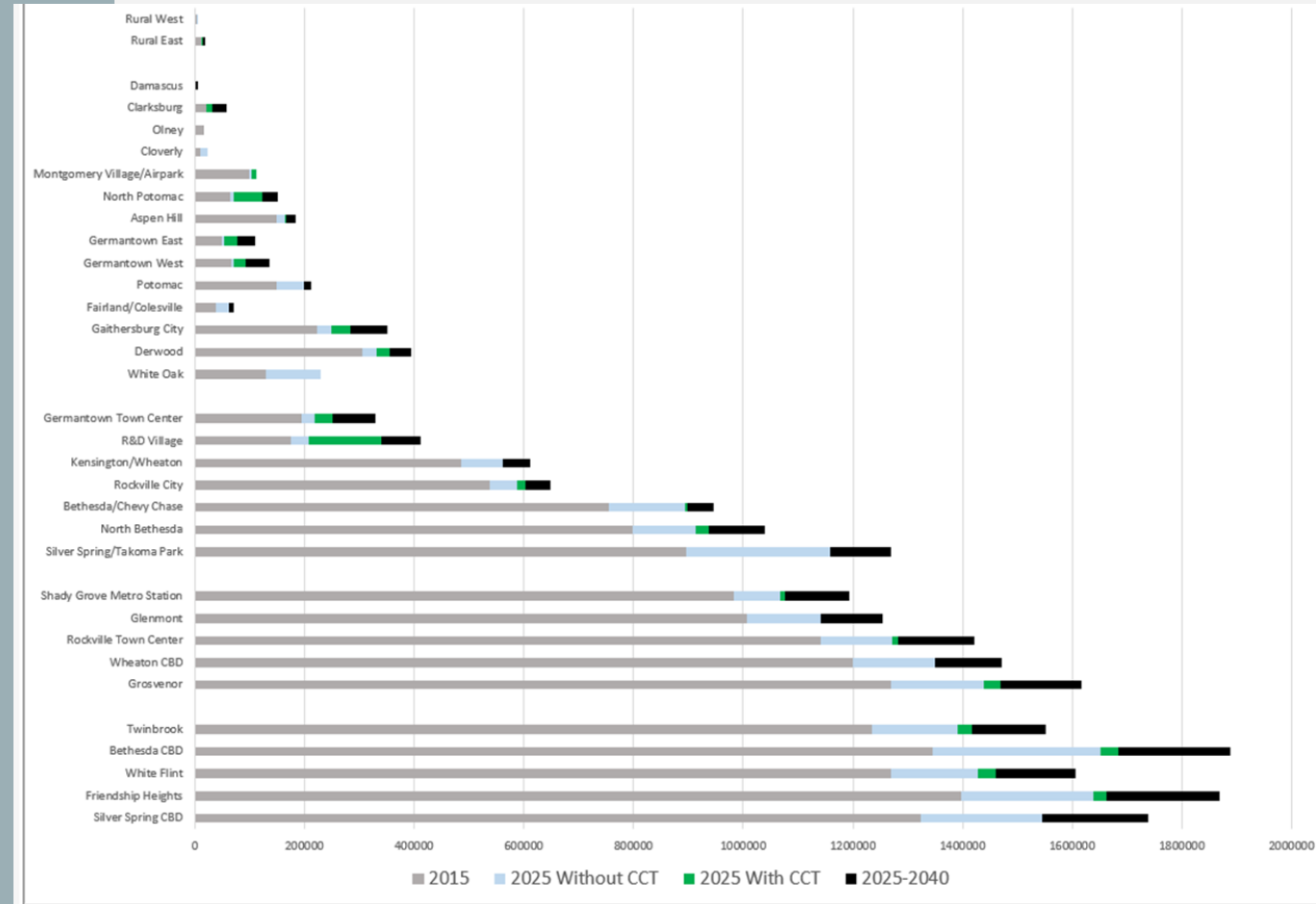
Accessibility to Jobs Within 60 Minutes

Number of regional jobs available within 60 minutes by walk-access to transit from households in each Policy Area

TRANSPORTATION RECOMMENDATIONS

- Measures progress towards transit system implementation by setting threshold based on accessibility goal
- Organized by policy area groupings
- Highly responsive to changes in both land use and transit facilities
- Complements the local area test which evaluates the adequacy of the local road network

Transit Accessibility to Jobs within 60 minutes by Policy Area



TRANSPORTATION RECOMMENDATIONS

Scale of analysis should better match the
size and characteristics of the area or
project

How do we fix it?

Policy areas are based on geographic areas with similar transportation characteristics. The proposed Policy Area Test would not apply in the Core policy areas as they, by definition, have good accessibility.

Currently, **all** MSPAs are exempt from the transit adequacy component of the Transportation Policy Area Review (TPAR, the current policy area test).

Current

Bethesda CBD
Friendship Heights
Glenmont
Grosvenor
Shady Grove
Silver Spring CBD
Twinbrook
Wheaton CBD

Proposed

Bethesda CBD
Friendship Heights
Grosvenor
Silver Spring CBD
Twinbrook

The Policy Area Test would also not apply in the rural areas since attaining adequate high quality transit in these areas is neither desired nor likely. The rural policy areas are currently exempt under TPAR.

TRANSPORTATION RECOMMENDATIONS

Scale of analysis should better match the size and characteristics of the area or project

How do we fix it?

The proposed thresholds for the Local Area Test reflect the recognition of varying impacts from projects of different sizes.

The conversion from vehicle trips to person trips, and incorporation of trip reduction based on parking and other travel demand factors further supports right-sized analyses.



TRANSPORTATION RECOMMENDATIONS

Scale of analysis should better match the size and characteristics of the area or project

How do we fix it?

Steps for Determining Local Area Test Requirements:

- Define proposed development size and type of use.
- Identify ITE vehicle trips then apply Policy Area adjustment factors for County specific trips rates.
- Using County specific vehicle trip rates identify the number of person trips by travel mode.
- Using persons trips, apply site-specific adjustment factors for such things as transit station proximity, reduced parking, and/or TDM programs.
- Using adjusted person trips by travel mode, evaluate transportation mode study requirements:
 - No study requirements in Core areas.
 - Traffic study, if more than 75 person trips in non-Core Metrorail Station Policy Areas, or more than 50 person trips elsewhere.
 - Transit study, if more than 50 transit trips.
 - Pedestrian study, if more than 100 pedestrian/bicycle trips.

TRANSPORTATION RECOMMENDATIONS

Intersection capacity and vehicle delay provides too narrow a focus in some areas

How do we fix it?

Currently, most projects requiring a Local Area Transportation Review (LATR) study look at critical lane volume, or CLV, as the measure of adequacy. CLV provides a snapshot of intersection performance at a particular place and time.

Its primary advantage is that it is a very simple and economical way to quickly gauge whether an individual intersection is operating near its design capacity.

Its noted disadvantages are that it does not reflect travel time or delay, is insensitive to operational improvements like signal timing and does not reflect upstream or downstream conditions.

TRANSPORTATION RECOMMENDATIONS

Intersection capacity and vehicle delay
provides too narrow a focus in some areas

How do we fix it?

The SSP draft recommends retaining CLV as a screening tool **only** –and lowering the threshold needed to trigger a more robust analysis.

Currently set at 1600 CLV, the recommendation is to lower the threshold for triggering a more robust analysis to a 1350 “baseline” CLV. This is consistent with the lowest CLV Policy Area standard currently employed.

If the traffic impact of a proposed development is less than 1350 + 10 CLV, no mitigation is required. If it is greater than 1350 + 10 CLV, an intersection operations analysis is required.

A network operations analysis is triggered at 1600 CLV **or** at a 1450 “baseline” where the project adds more than 10 trips **and** the intersection in question is located on an identified “congested arterial roadway” list.

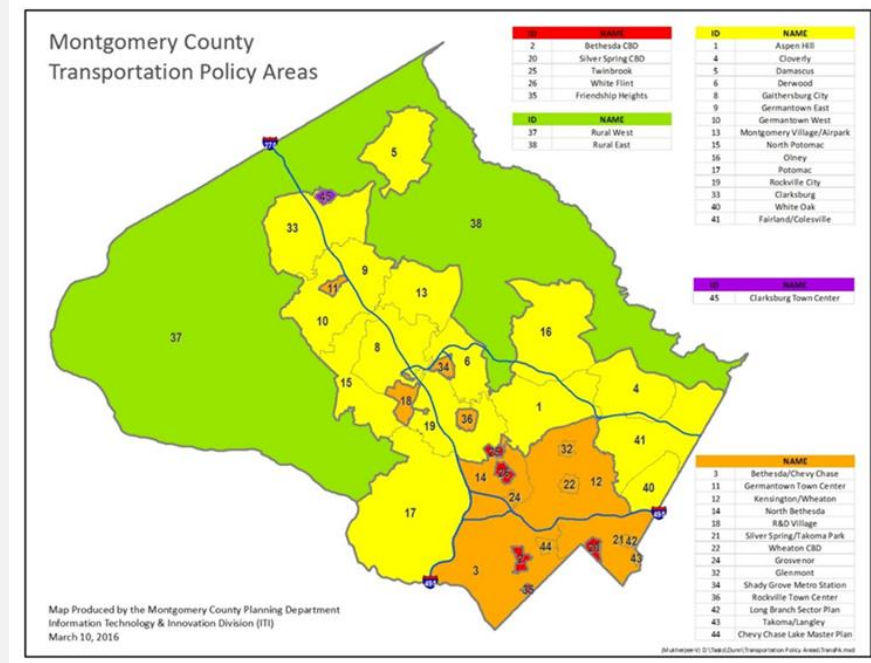
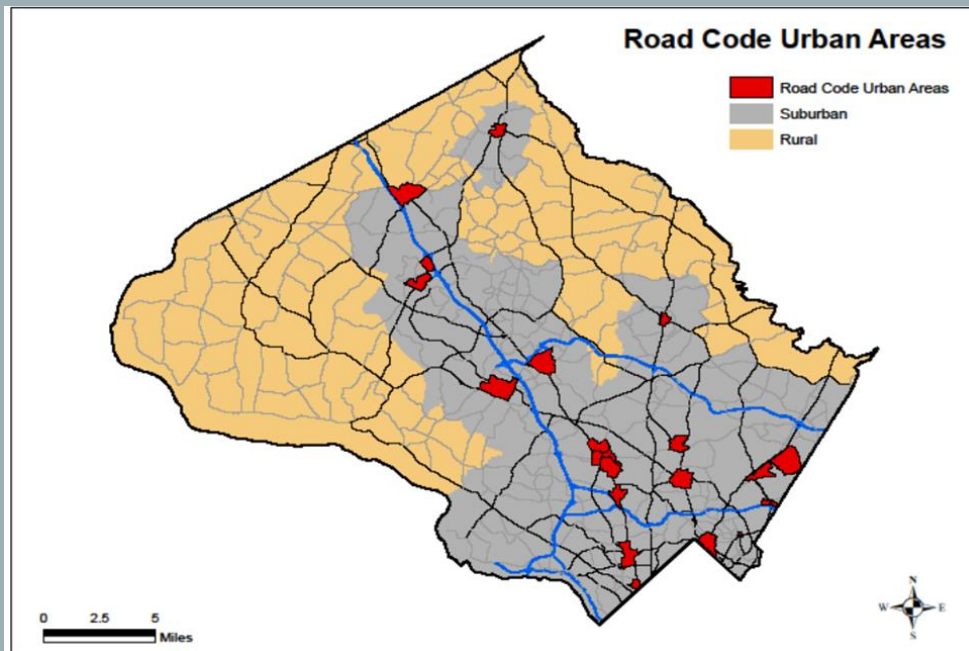
In addition, the proposed SSP recommends that person delay be evaluated by requiring total pedestrian wait and walk time in Road Code urban areas remain unchanged.

TRANSPORTATION RECOMMENDATIONS

Inequity of “the last one in”

How do we fix it?

The proposed recommendations address this issue to some extent by eliminating the Local Area Test in the Core areas, and by providing for mitigation payments in lieu of simply increasing intersection capacity in designated road code areas that place a focus on multi-modal context sensitive street design attributes.



TRANSPORTATION RECOMMENDATIONS

Mitigation not always provided in the
desired form

How do we fix it?

The consideration of land use context in defining appropriate infrastructure solutions extends beyond the Policy Area geography. As with Policy Areas, the Road Code also defines portions of the County as urban, suburban or rural

The Road Code urban areas reflect nuances within a Policy Area where the land use is expected to generate a higher proportion of walking and bicycling. The identification and implementation of transportation solutions in these areas tend to be the most complex.

It is more efficient in these areas for the public sector to implement transportation solutions in a coordinated fashion. Therefore, in Road Code urban areas where an applicant needs to mitigate an LATR impact, the applicant should make a payment in lieu of construction as the first course of action rather than a measure of last resort.

TRANSPORTATION RECOMMENDATIONS

No recognition of the connection between
parking and travel demand

How do we fix it?

The 2016 SSP recommendations include two new incentives related to reduced parking.

One is a reduction in the calculated trip generation rate for providing parking at or below the minimum required.

The other is in the form of a discount on the Transportation Impact Tax that is based on the percent of parking spaces provided below the minimum required.

In addition, the 2016 SSP identifies person trip generation rates that allow the use of vehicle trip generation rates up to 40 percent lower than ITE vehicle trip generation rates based on the location and type of development.



School Recommendations

1. Calculate School Facility Payments and the School Impact Tax using student generation rates associated with residential structures built in the past 10 years.
2. Implement a hybrid annual school test that combines cluster utilization tests with individual school capacity deficit tests.
3. Reduce the School Facility Payment from 60% to 50% of the cost of a seat student, with 10% of the per seat cost placed in a land acquisition fund.
4. Update the calculation of the School Facility Payment and the Impact Tax rate on a biennial basis using the latest student generation rates and school construction cost data.



School Recommendations

5. Limit counting placeholder capacity for a particular cluster level or school as funded capacity under the Annual School Test to two years.
6. Remove the 0.9 multiplier in the School Impact Tax, so as to capture the full cost of school construction associated with a new residential unit.
7. Reintroduce the School Impact Tax and School Facility Payments in former Enterprise Zones through a phased approach.
8. Conduct further research to develop the criteria and process by which an area of the County can be exempted from the School Impact Tax and School Facility Payments.